

AGENDA NUMBER:	<u>1</u>
CASE NUMBER:	<u>PZC 19-028</u>
TYPE:	<u>COMPREHENSIVE PLAN AMENDMENT ZONING TEXT AMENDMENT ZONING MAP AMENDMENT</u>



## Board of Trustees Memorandum March 26, 2020

### **For Consideration:**

The Planning and Zoning Commission recommends approval of the following:

1. Amend the Existing and Proposed Land Use Maps of the Adopted Comprehensive Plan (2013).
2. Creating a new M-1 Limited Manufacturing zoning district with certain limited industrial and retail uses as permitted or special uses, and outdoor storage as a special use; and,
3. Rezoning certain properties to M-1 Limited Manufacturing.

### **Recommended Actions:**

The Planning and Zoning Commission recommends approval.

### **I. Basis of Recommendation**

#### **A. Background**

The East Quincy Corridor is made up of a core mix of business, public, institutional and government uses, such as the Westmont Chamber of Commerce, Township Highways property, Westmont Park District and Westmont School District Offices, Bales Lumber and Supply, IGE, Griffith Landscaping, and Kaybee Building Corp. At one point, the area was targeted as a future mixed-use area, containing a portion of downtown (these properties include Bales Ace Hardware and Westmont Centre), and high density residential uses (the properties to the east of Bales Lumber). A Transit Oriented Development (TOD) Study was

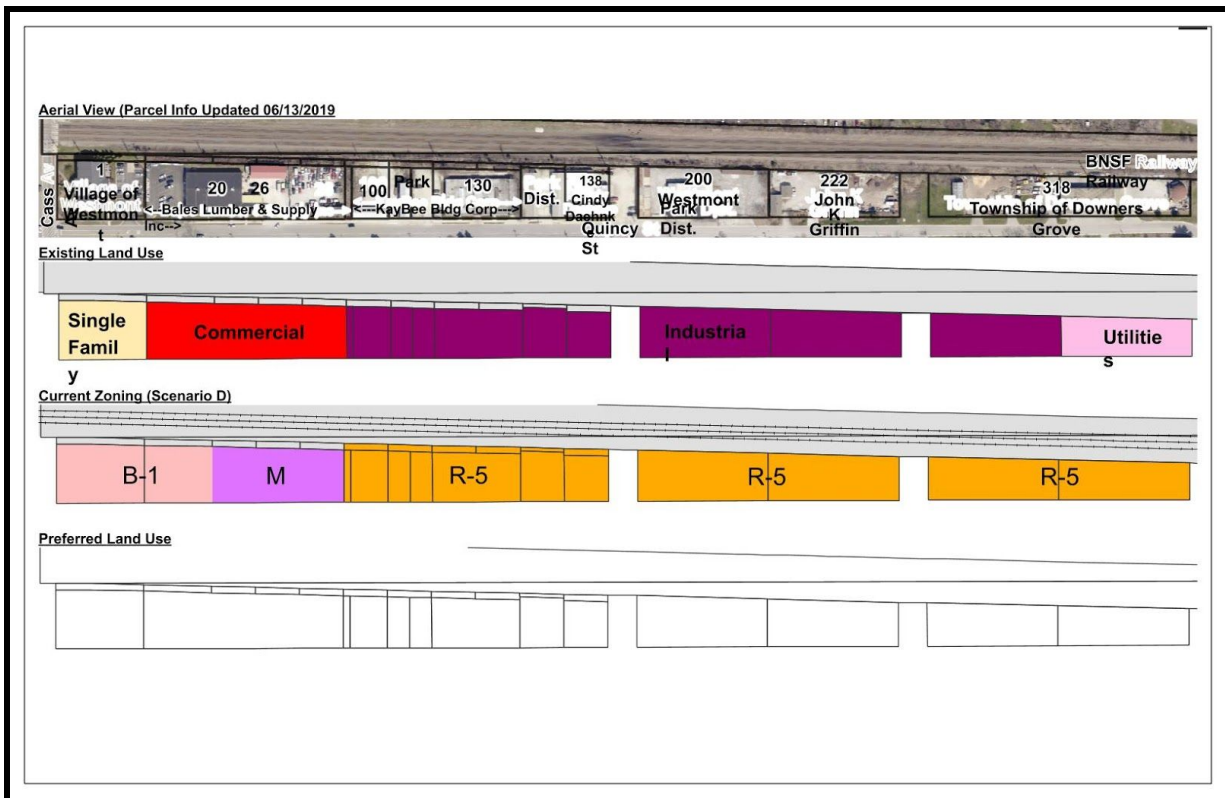
developed in 2016 following the adoption of the Downtown Subarea Plan, as part of the adopted 2013 Comprehensive Plan.

These documents indicate a desire to change, as the Subarea plan states, the “three-block area east of Cass Avenue currently hosting secondary retail, light industrial, or public works uses that can transform over time into Downtown supportive housing, mixed-use, and/or Downtown square.”

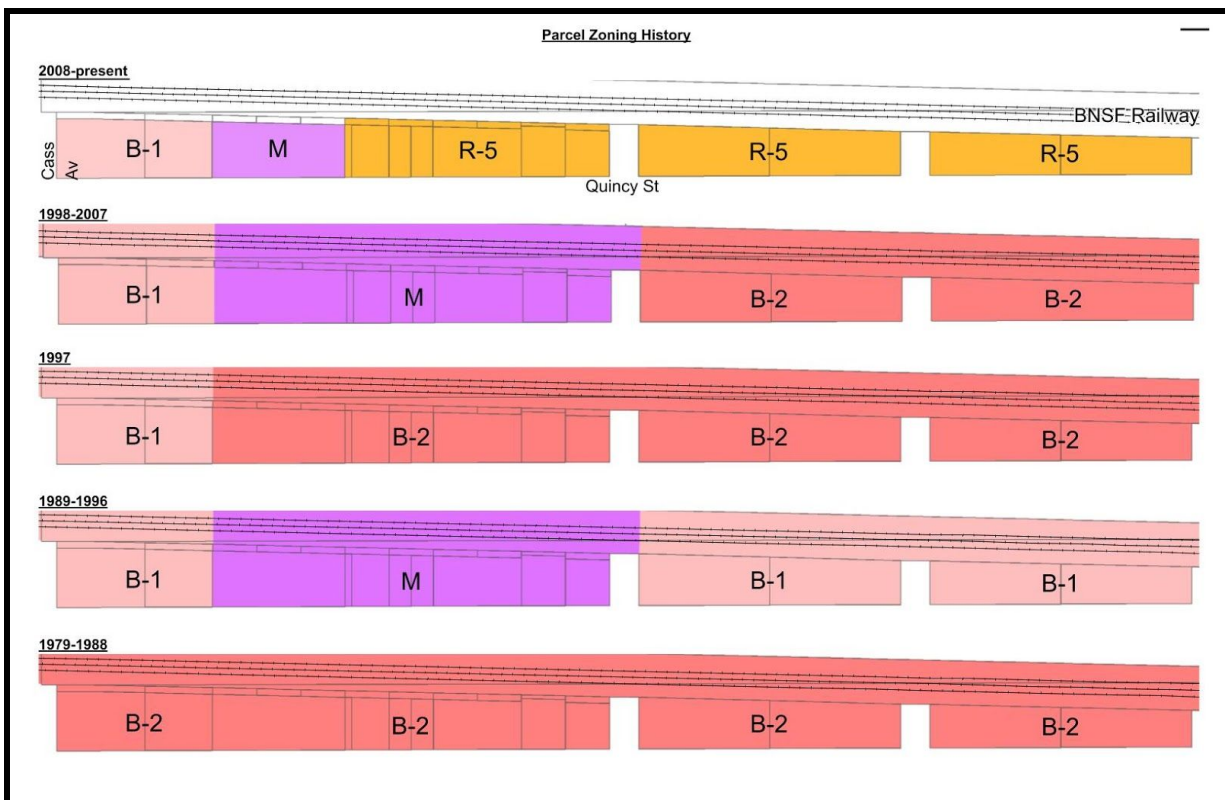
In this traditionally accepted scenario, the Westmont Public Works properties to the north of the BNSF railway line, as well as the Westmont Park District and Township Highway Properties on Quincy Avenue, would be relocated in order to welcome high density residential. For this reason, the area was rezoned to R-5 (General Residence), with some properties remaining Manufacturing and Limited Business (Ace Hardware and Westmont Centre).

The Comprehensive Plan also identified these properties as “primary redevelopment opportunities” in Downtown Westmont, stating that “these areas should aim to transform into multi-family housing or townhomes, mixed use, or urban open space that complements other investment in Downtown and strengthens the market for retail and restaurants” (2013, p. 98).

At the Planning and Zoning Commission meeting of February 12, 2020, the recommendation was made to approve the Comprehensive Plan amendment. The Village Board will consider the recommendation at its meeting of March 12, 2020. At the Planning and Zoning Commission meeting of March 11, 2020, the recommendation was made to approve the Zoning Text amendment to create a new M-1 Limited Manufacturing District and to approve Zoning Map amendment to rezone properties along Quincy to M-1 Limited Manufacturing.



**Aerial map with owner information, existing land uses and current zoning districts**



**Historical zoning districts**

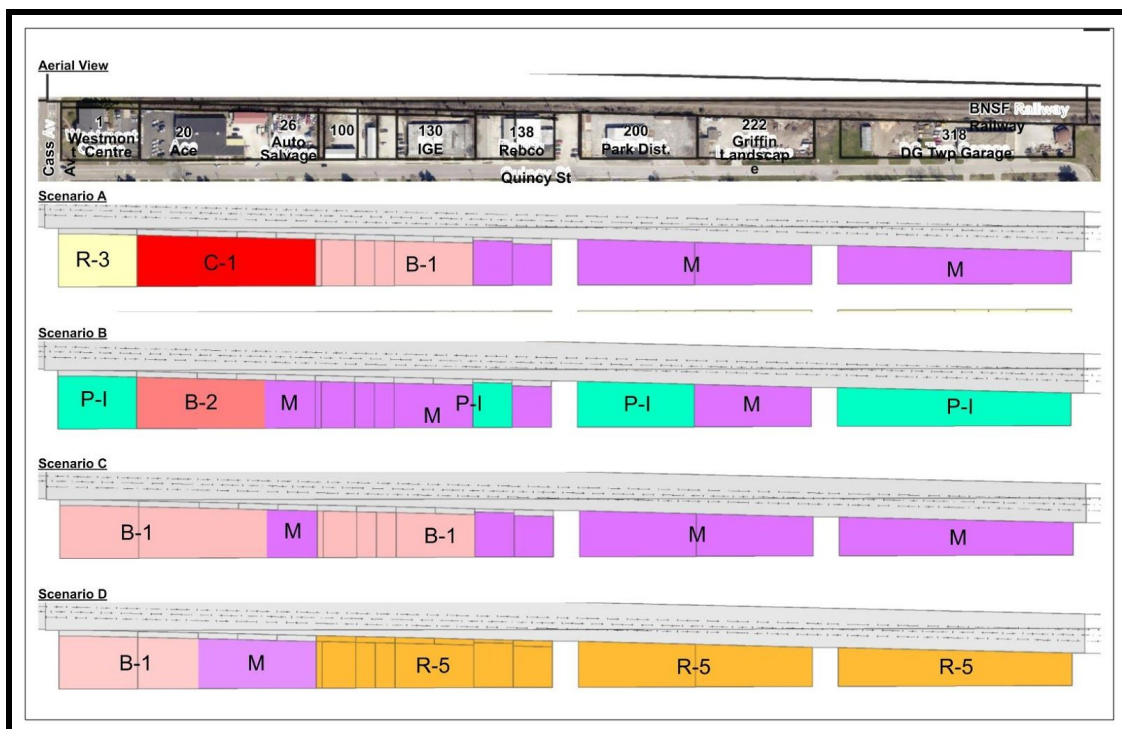
## B. Critical Issues

Over time, it has become clear that a combination of policy and market factors is not supporting a move to high density residential at this precise location. Most recently, a brand new Public Works facility is under construction north of the BNSF rail lines, further establishing the existing public sector uses as more permanent in nature. Additionally, a review of the environmental issues in the area, and the market requirements that would support high density housing along the edge of the railroad lines, paint a picture conducive to fortifying the established uses.

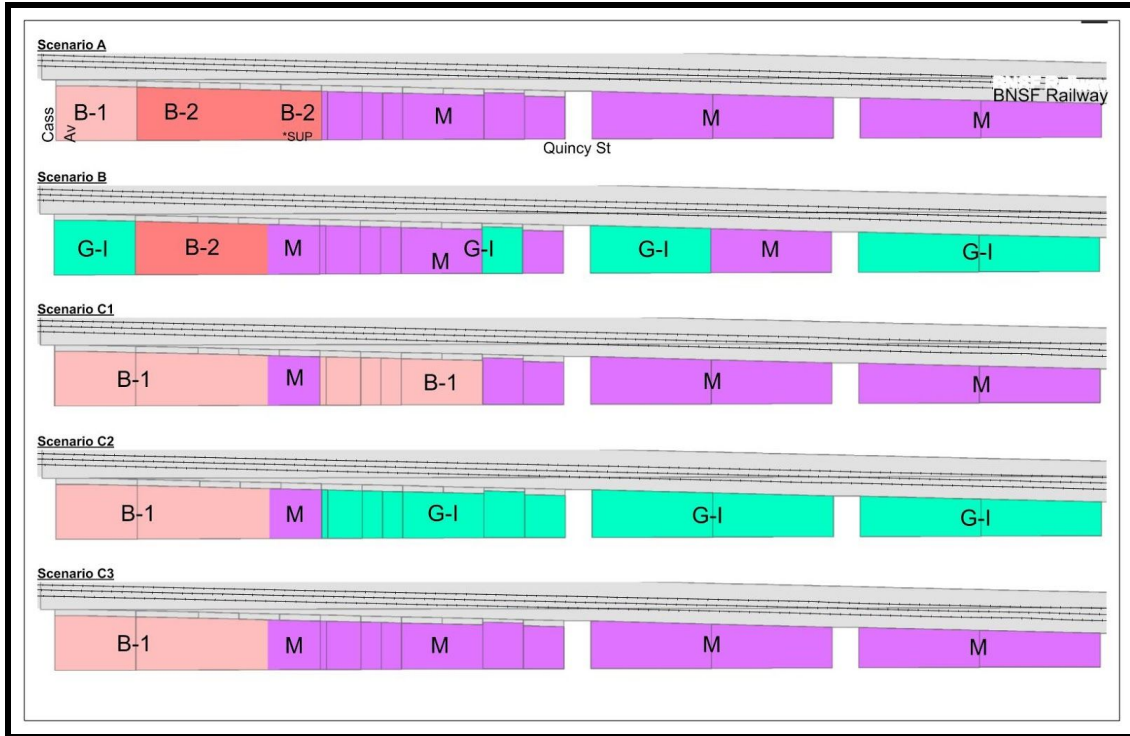
Current stakeholder discussions indicate that the history of the area as industrial in nature, with closely related uses, continue to find support through policy documents, such as the Comprehensive Plan, and implementation tools, such as through the zoning map.

The Community Development Department was charged with the task of developing a limited number of scenarios as the basis for a rezone initiative for this corridor. This rezone initiative is limited to the area along the north side of East Quincy Street, bounded by Cass Avenue to the West and Richmond Avenue to the East (Village Limits).

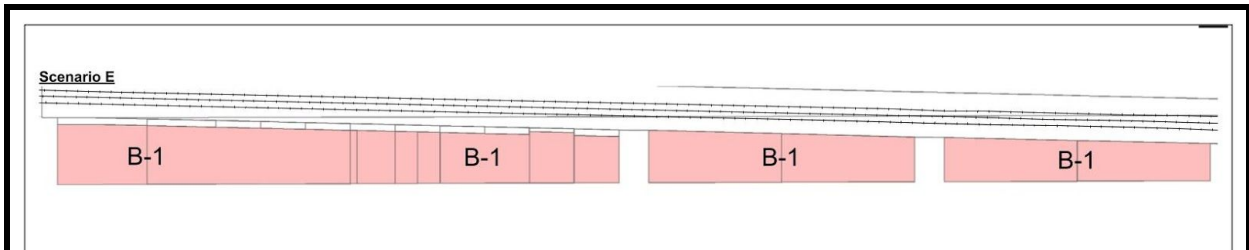
The following are map depictions of some of these scenarios:



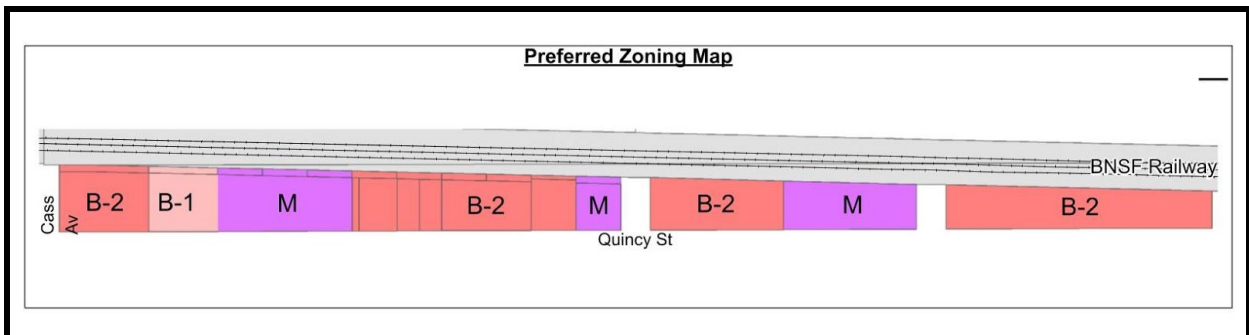
**Zoning Scenarios based on existing uses, proposed zoning districts and existing zoning**



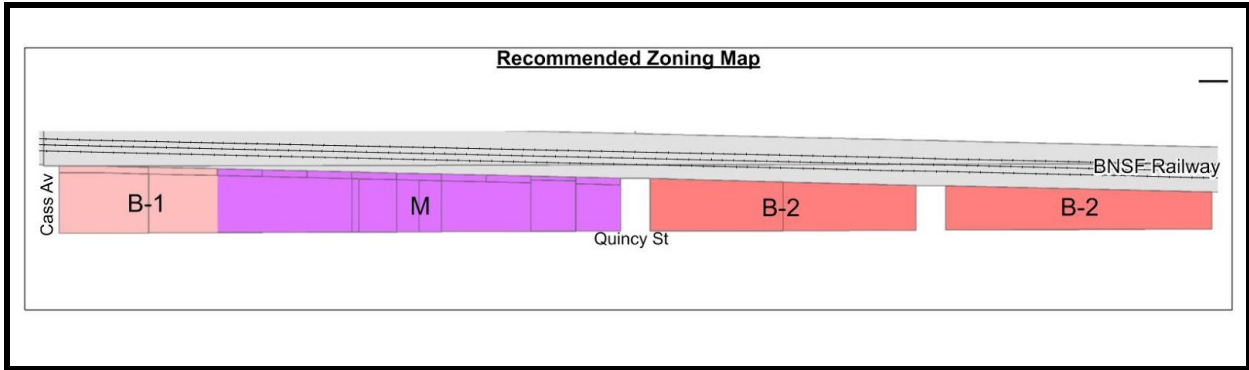
**Zoning scenarios based on existing land uses, historical zoning and proposed districts**



**Zoning scenario based on incorporation into downtown TIF district**

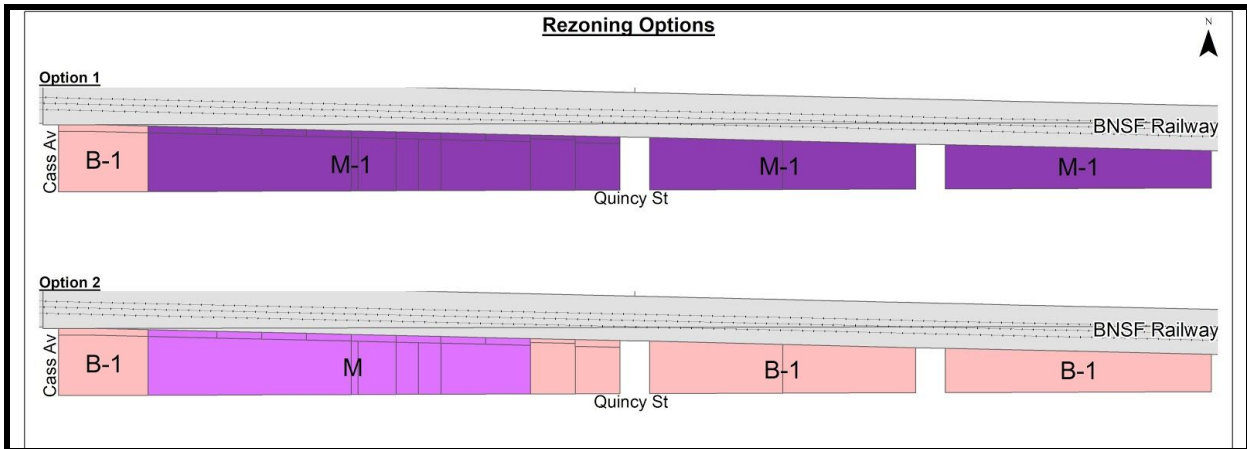


**Zoning scenario based on property owner feedback**



**Recommended zoning configuration that emerged from  
the November 20, 2019 Community Forum**

### Rezoning Option:



**Options based on discussions with the Village Attorney on November 21, 2019.  
Option 1 was recommended by staff and approved by the Economic Development  
Committee on December 4, 2019**

While a full analysis of the factors that have yielded to this reality is beyond the scope of this report, the Village has determined that it must act quickly to preserve and conserve the current mix of uses along this portion of East Quincy. In order to do so, a two pronged approach has been adopted by consensus:

1. Creating a new light industrial zoning district, and
2. Applying this new zoning district to existing uses along the corridor.

“Exhibit B” proposes a new manufacturing zoning district, M-1 Limited Manufacturing, with the aim of preserving current uses while preventing expansions of these same uses, and encouraging uses compatible with these existing businesses. Exhibit B is attached to this board memo.

#### C. Analysis

The following are some of the recommendations / benefits of rezoning these properties to the proposed M-1 zoning district:

- a. Spot Zone:
  - i. Recommendation: The proposal removes the spot zone condition present at Bales Hardware and Lumber Supply and encourages consistency between and among existing and future uses along East Quincy.
- b. Mixed-Use:
  - i. Recommendation: Comprehensive Plan identified multi-family residential through the Proposed Land Use Map. The discrepancy between the proposed

land uses and existing uses needs to be corrected to reflect the desire in the area to maintain the historical identity of the manufacturing uses along the corridor.

- ii. Recommendation: Zoning Text Amendment to include limited manufacturing or craft and artisanal establishments.

c. Limited Manufacturing:

- i. Recommendation: Create a M-1 Limited Manufacturing District that provides for more compatible manufacturing-friendly uses, while discouraging expansion of existing uses and encouraging compatible uses to allow all present and future uses to co-exist. This proposal recognizes that the uses along the East Quincy corridor are not heavy industrial uses. Instead, they are low impact industrial uses, compatible with the surrounding residential districts. Through discussions with the Village Attorney, staff determined that a viable option would be to create a limited manufacturing zoning district that would bring together industrial type uses that are compatible and that can co-exist with residential districts, such as the East Quincy corridor's north-facing properties along the south. The draft of this text amendment is in this staff report as Exhibit A.

d. Truck Routes:

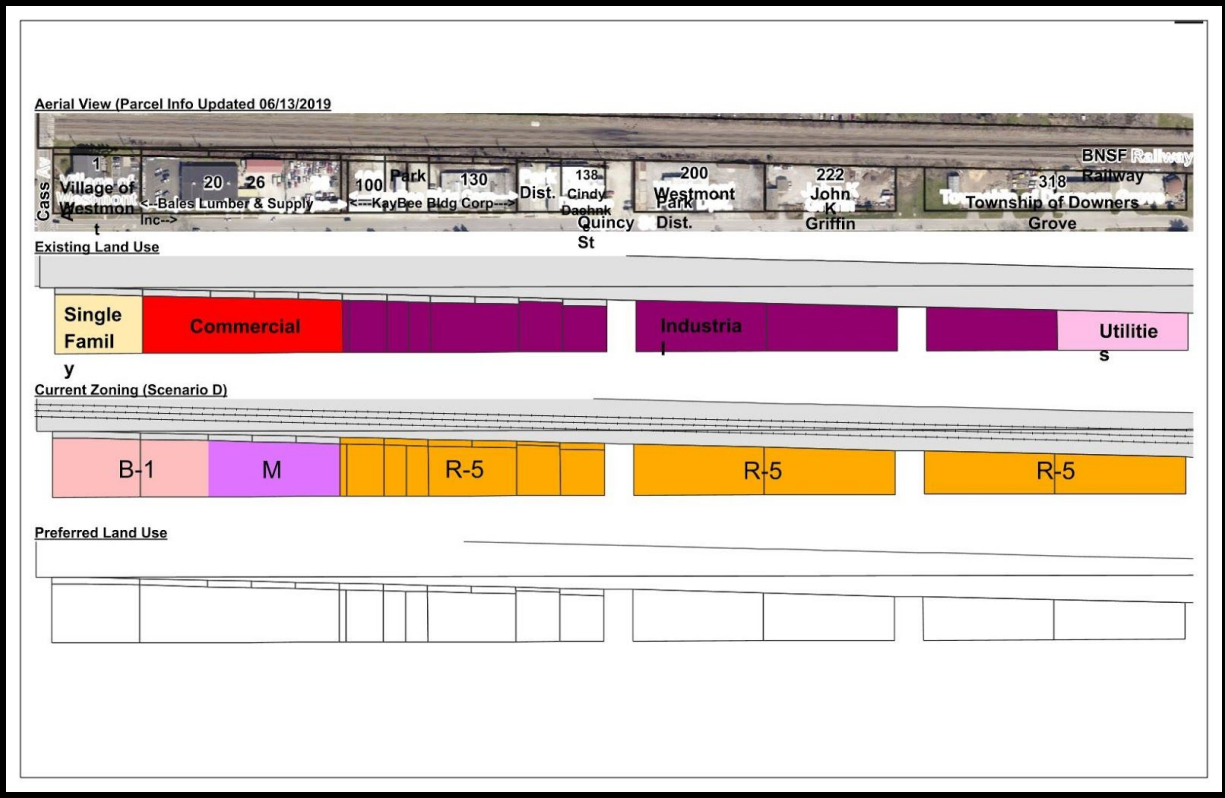
- i. Recommendation: Quincy Street is a Collector Street that ends at Richmond Avenue. The roadway does not go through to Clarendon Hills and instead, traffic is forced to make a hard right turn on to Richmond Avenue. This means that traffic moving east from Cass Avenue is mostly local traffic. However, it has historically been used as a truck route, diverting traffic through the neighborhood rather than along Cass Avenue. In the future, any business land uses along Quincy Street should be low impact and it is recommended that future planning encourage a reduction in traffic pressures along this area.

D. Comprehensive Plan Amendments

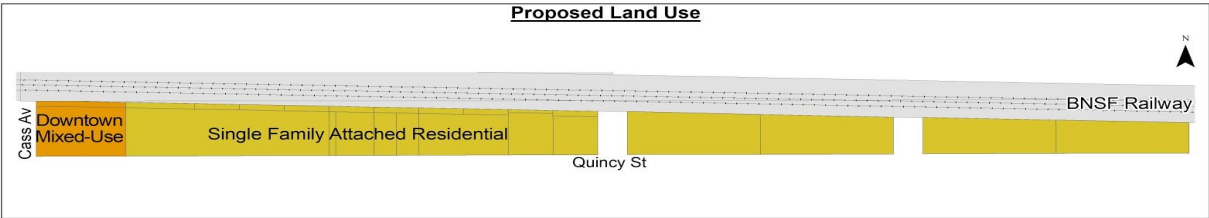
Components of the Comprehensive Plan, such as the Subarea plan for the Central Business District, along with the Existing and Proposed Land Use Maps, will be amended as a preliminary step to the creation of a new zoning district to implement the planning orientations inherent in these documents.



Below is a map showing existing land uses and current zoning:

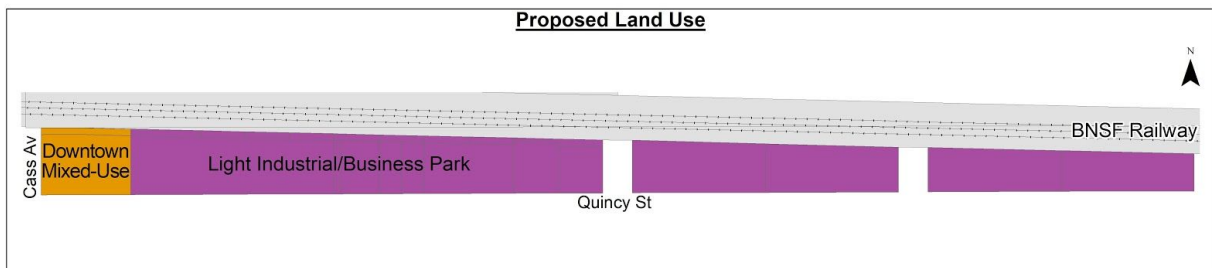


In order to remove the R-5 zoning for these properties, we first need to amend the Comprehensive Plan's Proposed Land Use Map, below:



**Proposed Land Use - 2013 Comprehensive Plan**

The proposed Land Use Map Amendment is shown below:



**Amended Proposed Land Use - 2020 Small Area Comprehensive Plan Amendment  
(attached as Exhibit “C”)**

Once the Planning and Zoning Commission agrees to this proposed amendment, the zoning map and related text can be amended, by creating a zoning district conducive to recognizing the established land uses, discourage expansions of these uses, and encourage compatible land uses in the future. To this end, the M-1 Limited Manufacturing District has been created to accommodate ALL of the legally-existing land uses, in order to remove their nonconforming status and move the area to a more realistic development and redevelopment scenario going forward.

**E. Zoning Text Amendment:**

Creating a new zone district requires a zoning text amendment to create a zoning district and to create a permitted and special use table for this new district.

The M-1 district is primarily intended to accommodate office, research and employment uses, including very low-impact industrial activities, which are manufacturing and industrial uses that process, fabricate, assemble, treat or package finished parts or products without the use of explosive or petroleum materials. Uses in this subcategory do not involve the assembly of large equipment and machinery and have very limited external impacts in terms of noise, vibration, odor, hours of operation and truck and commercial vehicle traffic. Uses include artisanal industrial activities, such as the on-site production of goods by hand manufacturing, involving the use of hand tools and small-scale, light mechanical equipment in a completely enclosed building with no outdoor operations or storage. Typical uses include woodworking and cabinet shops, ceramic studios, jewelry manufacturing and similar types of arts and crafts or very small-scale manufacturing uses that have no negative external impacts on surrounding properties.

Currently, our M district is defined generally as allowing manufacturing establishments, the principal use of which is manufacturing, fabricating, processing, assembling, repairing,

storing, cleaning, servicing or testing of materials, goods or products. This term would include all intensity types of manufacturing uses, including general, intensive and junk and salvage yards. The Zoning code uses performance measures to control any adverse impacts of these activities. Uses in the Manufacturing districts include uses in the M-1 district above, as well as general and intensive industrial uses, as described below.

General industrial uses are activities that involve processing, fabricating, assembling or treating materials for the production of large equipment and machines as well as industrial uses that because of their scale or method of operation regularly produce odors, dust, noise, vibration, truck/commercial vehicle traffic or other external impacts that are detectable beyond the property lines of the subject property.

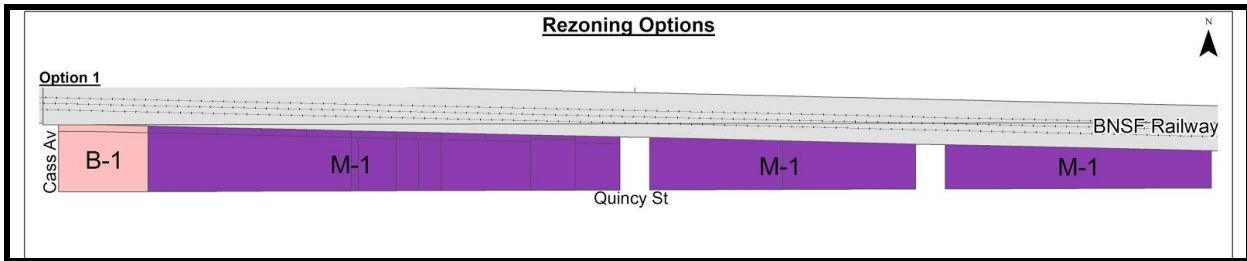
Intensive Industrial uses are manufacturing and industrial activities that regularly use hazardous chemicals or procedures or produce hazardous byproducts, including the following: manufacturing of acetylene, cement, lime, gypsum or plaster-of-Paris, chlorine, corrosive acid or fertilizer, insecticides, disinfectants, poisons, explosives, paint, lacquer, varnish, petroleum products, coal products, plastic and synthetic resins and radioactive materials. This subcategory also includes petrochemical tank farms, gasification plants, smelting, asphalt and concrete plants and tanneries. Intensive industrial uses have high potential for external impacts on the surrounding area in terms of noise, vibration, odor, hours of operation and truck/commercial vehicle traffic.

Our Manufacturing districts also potentially include activities such as junk or salvage yards, which are areas or building where waste or scrap materials are bought, sold, exchanged, stored, baled, packed, disassembled or handled for reclamation, disposal or other like purposes, including but not limited to scrap iron and other metals, paper, rags, rubber tires and bottles.

Our staff proposal for removing the option that would allow M zoning in this area, while also removing the existing R-5 residential zoning, and instead, creating a new M-1 Limited Manufacturing district, honors the history of the manufacturing businesses long East Quincy Street, while providing a future orientation intended to strengthen the interplay between the variety and diversity of mixed uses in the downtown core - including allowing for retail uses and other pedestrian friendly activities, while minimizing adverse impacts created by more intense manufacturing uses.

Under this M-1 Limited Manufacturing District, outdoor storage is allowed, with certain conditions. If the Planning and Zoning Commission agrees to the creation of a M-1 Limited Manufacturing Zoning District, as presented in Exhibit A, the Zoning Map may be amended

to rezone the subject properties from R-5 or M to the M-1 Zoning District:



**Preferred rezoning option (attached as Exhibit "D")**

**F. Conclusion**

The purpose of the rezone initiative would be to restore the zoning to match the existing uses along this portion of Quincy Street, in order to maximize the realization of the property values along this area, while maximizing the stability and viability of these properties from a land use and community character perspective.

Doing so would bring this area into line with the policies inherent in the Comprehensive Plan that deal with encouraging mixed use and helping disparate uses coexist, while preserving the history of Westmont's land uses going forward.

**G. Legal**

Notification: Legal Notice was published in the Suburban Life Newspaper on December 19, 2020 in preparation for the Planning and Zoning Commission agenda of January 8, 2020. The item was tabled monthly for follow-up discussions to each of the following Planning and Zoning Commission meetings, without interruption. Therefore, new legal notices are not required.

**H. Other Actions:**

Staff conducted a neighborhood meeting for businesses and residents along East Quincy Street in order to ascertain the best zoning configuration. The meeting provided residents and property owners in the area with an opportunity to ask questions about zoning tools and provide a land use plan approach that would work for all involved. It also presented various scenarios for proposed rezoning approaches and allowed residents the opportunity to provide input. Following that neighborhood meeting, Village reported back to the Economic Development Committee and Planning and Zoning Commission. Additionally, the Village Attorney worked with a private attorney representing a property owner to draft M-1 Limited Manufacturing regulations that would serve the needs of the current properties while accommodating the requirements of the surrounding properties, most of which are residential or commercial in nature. All items received unanimous approval at the Planning and Zoning Commission meeting March 11, 2020.